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Held at Headquarters, New York, on Wednesday, 28 October 2009, at 10 a.m.

Chairperson: Mr. Petkus (Vice-Chairperson) ..... (Lithuania)
later: Mr. Al-Nasser (Chairperson) ..... (Qatar)

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In the absence of Mr. Al-Nasser (Qatar), Mr. Petkus (Lithuania), Vice-Chairperson, took the Chair.

The meeting was called to order at 10.15 a.m.

Agenda item 33: Comprehensive review of the whole question of peacekeeping operations in all their aspects (*continued*) (A/64/359-S/2009/470, A/64/494)

1. **Mr. Khair** (Jordan) said that all Jordanians felt great pride at the ultimate sacrifice of the Jordanian peacekeepers who had been killed in a recent helicopter crash while carrying out their humanitarian mission in Haiti. He thanked all those delegations that had conveyed their sympathy to the Permanent Mission of Jordan and gave an assurance that his country would continue to participate in such missions on behalf of the United Nations anywhere in the world in fulfilment of its commitment to the purposes and principles of the Organization. Jordan had first participated in an international peacekeeping mission in 1989 and was now participating in 11 missions; 3,600 of its nationals were serving as military personnel or police officers.

2. As a result of political developments over the past decade, and related changes in the international security environment, peacekeeping operations had ceased to be purely military, had become multidimensional and had adapted to the new circumstances in which there had been an unprecedented increase in their number and scale. The mandates had also become more complex and difficult to implement, both for the Organization and for the troop-contributing countries, and operations were now more dangerous for peacekeeping personnel and more costly.

3. The challenges faced by peacekeeping operations included both economic and operational constraints. The latter were related to the increase in the scope of peacekeeping operations which had an impact on the coherence between them, their management and their deployment. There was also a political challenge in terms of the distribution of the Member States within the Organization which prevented agreement on a number of important issues such as the protection of civilians and exit strategies. All those challenges required a process of constant evaluation of various aspects of peacekeeping operations for which a real partnership between the Security Council, the troop-contributing countries and the Secretariat was essential.

4. His country appreciated the initiatives that had been launched during the current year in the Security Council in connection with a number of important issues relating to peacekeeping, in particular the efforts that had been made through the tripartite consultation mechanism to strengthen consultation with the troop-contributing countries. Jordan's role in strengthening relations with the Security Council extended to activities within the group of five small States (the "S-5" group) which had called for reform of the Security Council's methods of work in several respects, notably the relations between the Council and the troop-contributing countries. In that context, his delegation had particularly appreciated the initiative of the President of the United States of America in inviting the heads of the delegations of the main troop-contributing States to discuss the efforts being made to strengthen United Nations peacekeeping operations so as to address current challenges more effectively.

5. His delegation hoped that the Committee's discussions on agenda item 33 would be the starting point for a series of consultations between the Secretariat, the troop-contributing countries and the funding countries, on the one hand, and between the regional groups among themselves, on the other. Such consultations facilitated the work of the Special Committee on Peacekeeping Operations by building up confidence among stakeholders and removing uncertainties, thereby helping to avoid any inflexibility in points of view and expediting the achievement of tangible results, particularly concerning the new ideas put forward by the Secretariat.

6. The non-paper entitled "A New Partnership Agenda: Charting a New Horizon for United Nations Peacekeeping" addressed fundamental aspects of peacekeeping such as the politicization of peacekeeping operations, management, deployment and capacity-building. His delegation agreed that, without a committed partnership to build peacekeeping, the positive momentum might be lost, thereby threatening the achievements of the Organization. A number of important issues still needed to be discussed in detail, in particular the concept of robust peacekeeping, which should imply the highest degree of effectiveness and readiness to implement the mandate; there was no need for violence or military force, which were matters covered by the

provisions of the Charter. The protection of civilians was an issue of the utmost importance that, in terms of practice, required greater clarity. In the broader framework of training, his delegation emphasized the shared responsibility of Member States and the Secretariat and called on the Secretariat to increase its support for capacity-building measures in regional centres and in national training centres in the troop- and police-contributing countries.

7. **Mr. Kpamatchou** (Togo) said that a fresh approach needed to be taken to peacekeeping operations to enable them to deal with the multiplicity of complex conflicts, the lack of cooperation by some protagonists, and funding difficulties. The non-paper on the New Partnership Agenda proposed ways of better managing peacekeeping operations at all stages from mandate to withdrawal, and of setting more realistic goals for each mission. A genuine, inclusive partnership between the Security Council, Member States, the Secretariat and troop-contributing countries, as envisaged in the Agenda, seemed to be the best way to give a new impetus to peacekeeping operations.

8. Togo, currently twenty-seventh in the rank of troop contributors, would continue, within its modest means and with the assistance of traditional partners like France and the United States of America, to contribute to peace wherever it was threatened. It was currently engaged in United Nations peacekeeping operations in Côte d'Ivoire, the Central African Republic and Chad, and would very shortly be deploying a police unit for the protection of civilians in Darfur. Since most of the troop-contributing countries were developing countries with limited resources, they might be less willing to contribute in the future unless the issue of delayed reimbursements was settled once and for all. It was also urgent for the wealthy countries to provide logistical assistance to the troop-contributing countries. At the same time, Member States must bear in mind that active bilateral and multilateral diplomacy had to be pursued in conjunction with peacekeeping efforts if the conditions for lasting peace were to be created.

9. **Ms. Sodov** (Mongolia) observed that Mongolia was fast emerging as a troop-contributing country, despite its small population and limited resources, having become one of the top 20 contributors to the most challenging United Nations missions, in the Democratic Republic of the Congo, the Sudan and Chad.

10. In a changing world, United Nations peacekeeping had to be reconfigured to meet the new challenges. The New Partnership Agenda would undoubtedly give impetus to the dialogue on the future direction peacekeeping should take. Complex mission mandates encompassed new tasks that required a swifter, more robust and more costly response. Prior to issuing a new mandate, however, guidelines and training modules for the mission should be determined. Furthermore, care should be taken to safeguard the basic principles of United Nations peacekeeping — consent of the parties, impartiality and non-use of force except in self-defence — in the midst of the current pursuit of robust peacekeeping.

11. The safety and security of United Nations peacekeepers in the field, especially in dangerous areas, were of the utmost importance. The best assurance against risk was a carefully mandated and thoroughly planned mission deployed in a conducive environment with sufficient resources. Troop-contributing countries should be involved in the planning process from the outset so that they could bring their own experience to bear and receive the information needed for their own preparations. Reconnaissance visits by potential troop contributors were a useful tool, as was frequent, sustained interaction between existing troop contributors and the Security Council and Secretariat.

12. Mongolia was committed to a zero-tolerance policy for all acts of sexual exploitation and abuse by peacekeepers, and welcomed the revised draft model memorandum of understanding. While troop-contributing countries bore primary responsibility for maintaining discipline in contingents, the United Nations must take further steps to maintain the credibility of peacekeepers. Mongolia also endorsed the strategy of the Department of Peacekeeping Operations for increased participation by women in various capacities. Troop-contributing countries should deploy more women to field missions as they were likely to create an improved environment among the troops.

13. It was important that all personnel deployed to the field should have a sufficient degree of training and expertise so as to minimize the risks while on duty. The operational advisory team within the Department should provide the required advice on training for each mission and the Secretariat should facilitate cooperation among Member States on training through

the exchange of information on training facilities and programmes available to troop-contributors, with the aim of promoting regional cooperation. Mongolia offered police and medical training at its national peacekeeping training centre.

14. **Mr. Sim** Tiong Kian (Singapore) said that there were many shortcomings in United Nations peacekeeping, and radical reform was needed. In that regard, continued refinement of the New Partnership Agenda was secondary. In view of the limited resources and the urgency of the tasks faced, Singapore supported the Secretariat's pragmatic approach of channelling its energy into tackling the core issues immediately; the four priority areas of the Agenda were clearly the result of extensive consultations with Member States.

15. The protection of civilians was a core issue that after two years of debate, was ready for policy discussion. It was well known that policy drove doctrine, which in turn shaped operational guidelines, capability development, training standards and resource allocation. His delegation looked forward to discussing the Department of Peacekeeping Operations/Office for the Coordination of Humanitarian Affairs policy paper on the matter when it was ready.

16. Another major undertaking was the development of the concept of robust peacekeeping. There too, policy agreement was needed on such fundamental issues as the definition of robust peacekeeping and when to use force to enforce a United Nations mandate. Only then could the required capabilities, such as mobility, rapid response, intelligence gathering and risk assessment be identified. Also, in view of the heightened physical risks involved, the bare minimum the United Nations could do for peacekeepers deployed for such operations would be to grant them a "risk allowance" and enhance the welfare and medical facilities available to them. Although robust peacekeeping was a separate matter from protection of civilians, there was considerable overlap, and it would make sense for the Secretariat to coordinate the two issues in order to avoid duplication and confusion.

17. On the issue of peacebuilding, Singapore fully supported the development of clear guidance and operating procedures, accompanied by benchmarks and exit strategies where appropriate, for tasks in such areas as the rule of law, security sector reform, and disarmament, demobilization and reintegration. Those tasks, however, involved the wider United Nations system as well, and other international and regional organizations, such as the International Criminal Police Organization, which had recently held its General Assembly in Singapore. The Secretary-General must re-energize the stalled political processes in many conflict situations. More effective political processes were needed, for instance, to stabilize Darfur, the Democratic Republic of the Congo and the Sudan. The United Nations needed more success stories and had to show that its peacekeeping did not continue indefinitely, which would help bolster its image and attract more political support and resources in the long run.

18. Developed countries and regional organizations like the European Union and the North Atlantic Treaty Organization should bring their expertise and resources to bear on the capabilities-driven approach and should redouble their assistance to equip and train some of the existing and emerging troop contributors which lacked the resources. In order to enhance the African Union's peacekeeping capacity and interoperability with United Nations peacekeeping, the report of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations (the Prodi report) (A/63/666-S/2008/813) must be more closely examined.

19. His delegation eagerly awaited the release of the Department of Field Services support strategy. The Special Committee on Peacekeeping Operations must stay engaged in its deliberation and not relegate that responsibility to the Fifth Committee. Regarding recruitment, Singapore remained concerned at the poor geographic distribution of leadership posts within the two Departments and in the field.

20. Singapore was pleased that the Department of Peacekeeping Operations had taken several steps to improve the security of United Nations peacekeepers amid rising attacks on them. Such initiatives should be linked to the measures set out in the Secretary-General's report on safety and security of humanitarian personnel and protection of United Nations personnel (A/64/336) for developing a more effective system-wide security management system.

21. Besides the four priority areas, the Secretariat was also grappling with an ambitious agenda, for which a realistic timetable should be established.

Dedicated working groups or committees could be formed to deal with each of the priority areas before and after the Special Committee's next session, and informal meetings and workshops should also be included in the process, preferably held in New York and open to all interested stakeholders.

22. **Mr. Isimeli** (Fiji) said that the ideas set out in the non-paper on the New Partnership Agenda needed more rigorous and transparent discussion: it was particularly important to clarify critical tasks such as the protection of civilians, robust peacekeeping and peacebuilding; the need for more consultation on mission planning and management; and capacity-building. The ever-growing demands on international peacekeeping had to be matched by an adequate capacity to supply appropriately trained, well-equipped peacekeepers. That need could be met only by establishing stronger partnerships between the Security Council, Member States and the Secretariat. As a troop- and police-contributing State, Fiji underscored the need for fair and equitable treatment of all States in such a partnership.

23. Fiji was a very small State making a relatively small contribution to peacekeeping that was nonetheless a paramount expression of its eagerness to play a meaningful role in the United Nations and in the international community in general. Fijian peacekeepers had participated in peacekeeping operations since 1978 in Africa, Europe, the Middle East and South-East Asia and had from the outset established a reputation for professionalism, skill and rapport with both the communities in their areas of operation and their fellow peacekeepers. Fiji's relations with the Secretariat and especially the Department of Peacekeeping Operations had been invariably good throughout most of the past 30 years; his Government therefore failed to understand why — apparently in response to pressure by certain powerful political forces — the United Nations had taken a unilateral decision to bar it from any new peacekeeping operations, a decision for which it had never received a clear and satisfactory explanation. His Government hoped that the issue could be addressed amicably and that its participation in peacekeeping would be restored.

24. **Mr. Onemola** (Nigeria) said that, as the Chair of the Special Committee on Peacekeeping Operations and as a country with a special commitment to United Nations peacekeeping operations because of its internationalist foreign policy, Nigeria welcomed the new strategy of strengthening the partnership between the troop-contributing countries, the United Nations and other relevant partners, especially with regard to the provision of adequate resources and the strengthening of regional peacekeeping initiatives. It hoped that the consultations on the New Partnership Agenda would be inclusive and transparent.

25. Nigeria's forward-operation-base programme provided facilities for the repositioning of troops inducted into and transferred from mission areas according to tactical and operational requirements. Cooperation with Member States that had the required facilities would, however, improve the training which that programme could provide. The United Nations, in collaboration with Member States, should arrange regional exchanges of experiences and best practices, which could prove useful for a more rapid organization of regional peacekeeping operations.

26. Peacekeeping missions had to be given clear mandates and appropriate logistical support in respect of the protection of civilians, so as to avoid any conflict with the primary responsibility of the host Government to protect civilians. The concept of robust peacekeeping required further clarification as to its tactical and operational intent and expected outcome, and also the likely implications for national economies, especially in developing countries. Peacekeeping must remain a shared burden for all stakeholders.

27. His delegation joined the call for measures to enhance the safety and security of peacekeeping personnel. The recent killings and kidnappings of United Nations peacekeepers, including Nigerians in Darfur, must be condemned; everything must be done to apprehend the culprits and bring them to justice. Based on Nigeria's experience in West Africa, in particular with the Monitoring Group of the Economic Community of West African States, in Liberia, his delegation stressed the need for better cooperation between the United Nations and regional organizations on arrangements for the maintenance of international peace and security, including peacekeeping. Such cooperation should include financial, material and logistical support, as well as political backing. In that connection, the recommendations in the Prodi report (A/63/666-S/2008/813) should be given favourable consideration by the Security Council.

28. **Ms. DiCarlo** (United States of America) said that her Government fully endorsed the call for a strengthened partnership between the Security Council, the troop and police contributors and the Secretariat, as underlined in the non-paper on the New Partnership Agenda. A stronger partnership with and among troop and police contributors was particularly important, for their insights and experiences were invaluable. That new approach had been pursued in the deliberations on the mandates of the United Nations Mission in Liberia (UNMIL) and the United Nations Stabilization Mission in Haiti (MINUSTAH), and her delegation looked forward to serious and early discussions with troop and police contributors on the expiring mandate of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC). The United States President had himself taken the unprecedented step of convening a meeting with the leaders of top troop- and police-contributing countries in September 2009 in order to hear their concerns.

29. The United States believed there were several key challenges facing United Nations peacekeeping: a number of the missions were operating in the midst of faltering peace processes, requiring the critical support of diplomatic and political peacemaking efforts for which peacekeeping operations were not a substitute; peacekeeping mandates and means must be better aligned to avoid critical shortfalls in a number of areas; training must be expanded and the forces given the supplies and logistical support they needed; missions must be adequately staffed and resourced to effectively carry out the mandate to protect civilians from physical violence, including sexual and gender-based violence — one of the most difficult peacekeeping tasks and often the measure by which the success of a mission was judged, particularly by local populations; mission planning and support arrangements must be improved to reduce deployment delays, respond better to peacekeeping needs on the ground and ensure cost-effectiveness and efficiencies; more attention must be given to the priorities of peacebuilding and development in conjunction with peacekeeping, particularly reform of the criminal justice and security sectors, for without having built up the local capacity to take over, international peacekeepers would be unable to complete their missions and depart, and could be forced to return; and lastly, mission strategies must have the flexibility to adapt to realities on the ground and should be geared to securing and retaining the support of the host population.

30. The United States was prepared to do its part to address those challenges, in part by intensifying efforts to revive flagging peace processes, helping the United Nations to mobilize critical assets for peacekeeping missions, devoting more attention to peacebuilding activities, and meeting its financial obligations. It looked forward to working with other Member States, and supported the call of the Under-Secretaries-General for priority attention to the specialized military and police capabilities, operational standards, practical guidance and training, field support arrangements and oversight mechanisms demanded of modern United Nations peacekeeping. Those tasks often included protection of civilians, robust peacekeeping and peacebuilding, and it was important for Member States and the Secretariat to reach a common understanding of what was meant by those terms and how they should be applied in the peacekeeping context. All peacekeeping personnel faced great risks as they carried out their tasks; the United Nations owed them the support they needed to do their jobs.

31. **Mr. Hernández-Milian** (Costa Rica) said that the recommendations made a decade earlier in the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809) (the Brahimi report) were still valid, but peacekeeping was meeting with new challenges that needed immediate attention. The New Partnership Agenda was a good basis for reflection. Costa Rica fully agreed with the need to develop clear policies and standards and practical guidelines to implement complex mandates such as the protection of civilians, nor to speak of political support and resources for peacekeepers. The Special Committee on Peacekeeping Operations should begin, even before its formal session, to evaluate the recommendations in the Agenda.

32. His delegation also accorded priority to the strengthening of peacebuilding and supported the efforts of the Secretariat to reinforce its capacity to deploy civilian experts in the rule of law and security sector reform at the appropriate stage. The foundations of economic development needed to be strengthened to achieve sustainable peace and reduce the recurrence of conflicts. Peacekeeping operations should comprise rapid-impact and community-development projects that were part of a broader national development strategy integrated with the activities of the entire United Nations system. That link between peace, security and

development had been underscored in Security Council resolution 1892 (2009) concerning MINUSTAH.

33. His delegation agreed that the concept of partnership was basic to peacekeeping. Costa Rica had insisted in the Security Council on the need for better interaction between the Council, the Secretariat and the troop- and police-contributing countries. The recent practice of holding private meetings with those countries sufficiently in advance of the renewal of mandates was a welcome development. All Member States must make better use of the machinery for consultation and interaction, and all stakeholders should feel free to propose improvements, in order to make peace operations more effective and take full advantage of lessons learned. The recent renewal of the MINUSTAH mandate had provided an excellent example of what could be done.

34. **Mr. Kafeero** (Uganda) said that the number and scope of United Nations peacekeeping operations was at the highest level ever, stretching the capacity of the system. Where peacekeeping had not been successful, especially in some recent operations, part of the reason was that they had been overwhelmed by the task and lacked the appropriate mandate, troops, assets and sometimes the resolve. Peacekeeping must begin with a clear set of achievable goals in the immediate, medium and long term. There had to be a common understanding about what peacekeeping should be mandated to do, and could do, which meant addressing issues such as the degree of robustness of modern United Nations peacekeeping, how best to protect civilians and which early peacebuilding tasks should be undertaken by peacekeepers and for how long. That required a clear understanding of the situation on the ground before mandates were designed.

35. The Security Council and troop-contributing and police-contributing countries must work together to make peacekeeping more effective, especially in the early planning stages of a new mission or whenever mandates changed. No single organization, not even the United Nations, was capable of tackling the complexity of modern peacekeeping on its own. Security challenges required a collective approach at both the strategic and operational levels. The United Nations should therefore take full advantage of the strengths that other organizations, especially regional organizations such as the African Union, could contribute; to that end, stronger strategic relationships needed to be forged, as highlighted in the recent successful collaborative missions between the United Nations and the African Union in Darfur and Somalia.

36. The African Union had shown its resolve in conflict prevention, mediation and resolution in Africa. It was working on a comprehensive peace and security structure, including an African Standby Force and an early-warning system. With its subregional organizations, it had developed the capacity to respond to conflict situations in various countries. African ownership had been shown through the contribution of troops, logistical support, political leadership and funding. Often, however, the African Union lacked the financial resources needed, as evidenced by the largely unfulfilled pledges to the African Union Mission in Somalia (AMISOM), despite the enormous risks the troops were taking on behalf of the region and the international community. The support package for that mission recently authorized by the General Assembly had therefore been welcome. Although the Security Council, in resolution 1809 (2008), had recognized the need to enhance the predictability, sustainability and flexibility of funding for regional organizations undertaking peacekeeping operations under a United Nations mandate, thus far it had merely decided to keep the matter under advisement. It was time for the Security Council to commit itself to practical ways of providing effective support to regional organizations.

37. **Mr. Ng** Chin Huat (Malaysia), observing that recent history had proven once and for all the detrimental effects of unilateral military actions, said that the United Nations must keep its central role in maintaining international peace and security, for which its peacekeeping operations were an indispensable instrument. For all its imperfections, peacekeeping was an area in which the United Nations could take pride. It represented, moreover, the first time in human history that the nations of the world had chosen to pool their military personnel for the sake of a common peace rather than for war.

38. Mindful of the daunting expectations placed on the United Nations, its Members States must continue to provide firm support, in the form of human, financial and logistical resources, to ensure the timeliness and success of peacekeeping operations and the economic and social progress that was ultimately achieved through the maintenance of peace and stability. It was a matter of concern that peacekeeping missions still lacked vital logistical support and operational resources. In that connection it was

important that all arrears related to peacekeeping should be paid. His delegation agreed that peacekeeping rested on the partnership between Member States, the Security Council and the Secretariat, and therefore looked forward to engaging in consultations on the concepts outlined in the New Partnership Agenda while bearing in mind the agreed principles, guidelines and terminology.

39. As an active troop-contributing country, Malaysia was committed to a zero-tolerance policy towards all forms of misconduct, including sexual exploitation and abuses, by United Nations personnel. That was a point emphasized in the training provided at its Peacekeeping Training Centre, where since 1996 it had been instructing its own personnel and had trained over 300 foreign participants from 41 countries. Thanks to its success, Malaysia had been chosen to host the course offered to senior mission leaders in 2010, and had been assisting the Organization's Police Division in its train-the-trainer programmes.

40. Malaysia condemned in the strongest terms the targeted attacks on United Nations peacekeepers; those responsible for acts of violence against United Nations personnel and against humanitarian workers must be held accountable for their actions, while the causes of the attacks must be investigated so as to draw the necessary lessons from them. The lessons learned must be shared with all Member States so that they could be more vigilant in trying to reduce the casualty rate.

41. **Mr. Bu Dhhair** (Kuwait) underscored the enormous responsibility of the Department of Peacekeeping Operations as it worked constructively to translate into action the political commitment of Member States to the important concepts of collective peace and security. His Government believed that the mandates and objectives of each peacekeeping mission needed to be determined with great care. Continued coordination and consultations were needed between the Security Council and the troop-contributing countries, at all phases of a peacekeeping operation, taking into account lessons learned and best practices. Peacekeeping operations must be provided with all the financial and technical support they required, including state-of-the-art technologies. Comprehensive and continuous field studies must be conducted to determine the technological, training and security needs of the United Nations forces. At the same time, the United Nations must take a more dynamic role in preventive diplomacy and early warning of regional and international conflicts. His delegation expressed appreciation for the cooperation of Member States with the United Nations in its peacekeeping enterprise whether by providing financial support or by contributing highly qualified civilian or military personnel to participate in the peacekeeping operations.

42. Since 1993, the United Nations had been doing valuable work in maintaining the boundary markers between Kuwait and Iraq; his Government had implemented all the recommendations made concerning the removal of obstacles or performance of preparatory work and it affirmed its total readiness to continue to provide the necessary assistance, facilities and logistical support on the Kuwaiti side of the border. Since the team supervising the project was very experienced, it should be borne in mind that any changes might have effects that did not serve the purposes of the project. Kuwait had also always provided its peacekeeping contributions — which had increase fivefold in recent years — on time, and hoped that all States would do the same.

43. His delegation strongly condemned attacks or threats against peacekeeping personnel, including local civilian workers, military and police, and called for concerted efforts to guarantee their safety and security.

44. **Mr. Mahiga** (United Republic of Tanzania) expressed appreciation for the active and transparent engagement of the Department of Peacekeeping Operations and the Department of Field Support with Member States, including troop- and police-contributing countries, in responding to the evolving demands of peacekeeping, and commended the way the two Departments were mainstreaming best practices to improve cost-effectiveness and efficiency and respond to the political imperatives of ongoing operations. He also commended the use of creative approaches to meet the requirements of field operations, since each one was different. Tanzania was ready and willing to contribute to those multilateral endeavours.

45. Extensive consultations must be held with troop- and police-contributing countries on the protection of civilians. The report on the protection of civilians to be issued shortly should serve as the basis for wide-ranging discussions by all stakeholders, covering the establishment of mandates by the Security Council, the definition of concepts of operations and rules of engagement by the Secretariat, and actual implementation in the field. Peacekeeping missions

had to protect civilians when States could not discharge their responsibility in that regard. The task required not only financial, material and personnel resources but also standardized training of troop and police personnel. The protection of civilians must be central to the implementation of peace agreements.

46. The efforts by the two Departments to develop operational partnerships with regional organizations had the potential to enhance peacekeeping operations, as demonstrated by the cooperation with the African Union in the Sudan and Somalia. Future partnerships could cover such areas as training for the African Union standby forces and operationalization of early warning systems, as well as conflict prevention, mediation and conflict resolution through political initiatives. His delegation welcomed the Security Council discussions of implementation of the report of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations (A/63/666-S/2008/813) but noted that the expanding cooperation between the United Nations and the African Union must be complemented by political and institutional cooperation, and by initiatives in the humanitarian sphere.

47. Work must continue to develop strategies that facilitated the transition from peacekeeping to peacebuilding. The strategies should include humanitarian response, transitional governance, reconstruction and development in post-conflict situations and they would be best achieved in partnership with the Peacebuilding Commission and regional organizations.

48. *Mr. Al-Nasser (Qatar) took the Chair.*

49. **Mr. Aphanou** (Côte d'Ivoire) said that it was clear that peacekeeping operations were an essential tool for dealing with threats to peace and security. As the host to one such operation, Côte d'Ivoire expressed appreciation to all those whose continued support were helping it emerge from crisis.

50. As peacekeeping needs grew, the tasks that the United Nations must carry out would grow in size and diversity. Peacekeeping operations would have to adapt constantly and creatively to meet the challenges of internal conflicts and the multiple problems they caused, and each operation was different. His delegation welcomed the New Partnership Agenda which, since it had been prepared with the participation of all stakeholders, should be helpful for future operations. The encouragement of dialogue would lead to better and stronger peacekeeping efforts and Security Council mandates that were adapted to the field and capable of meeting all challenges, including the protection of vulnerable people, security sector reform and the strengthening of democratic structures. Troops sometimes had to take tactical initiatives in the field to protect civilians and in that regard they needed clear mandates. Such mandates required the diplomatic and political support of Member States, in addition to their financial support. The Security Council must facilitate mechanisms for dialogue and feedback from Member States.

51. His Government fully supported the recommendations made by the Special Committee in its report (A/63/19) concerning the primary responsibility of the Security Council to maintain or restore international peace and security; the fundamental principles of respect for sovereignty, territorial integrity and political independence of States, which must guide all actions by subregional and regional organizations; and the importance of unity of command. It especially supported the recommendations regarding violence against women, particularly, sexual abuse perpetrated by United Nations personnel, and those concerned with the protection of children .

52. His delegation was concerned that, when crises had arisen in the late 1990s, necessitating the involvement of regional or subregional entities, the international community had responded very rapidly in some cases, but at other times there had been numerous difficulties in obtaining adequate financing, troops and equipment. The problem could be exacerbated by the pernicious effects of the current financial crisis. It therefore proposed that a facility should be set up that would promote partnerships so that poorer countries could take part in peacekeeping operations; that would help strengthen regional capacities and bring to an end the two-tiered response to peacekeeping needs: one for the rich and one for the poor.

53. **Mr. Ramadan** (Lebanon) said his country shared the view that the scale and complexity of peacekeeping were mismatched with existing capabilities and that a renewed partnership was needed to meet new challenges and to achieve effective results on the ground. Missions must have adequate resources and timely logistical support and peacebuilding strategies must be in place to facilitate successful transition and exit. However, any reform effort must be in conformity

with the general principles of peacekeeping, including the principles of sovereignty, political independence and impartiality. Lebanon appreciated the commitment of the Security Council and the Secretariat to involve the wider membership of the United Nations in the reform effort; all proposals must be discussed with the full involvement of the troop-contributing countries.

54. Peacekeeping must lead to peacebuilding; peacekeeping should be part of a political solution and not an end in itself. The objective should be the comprehensive resolution of conflicts by dealing with their core issues. An end to the Israeli occupation in Palestine, the Syrian Arab Republic and Lebanon, which was the core cause of the conflict, was the prerequisite for any comprehensive resolution of the conflict in the Middle East.

55. The reforms that were being sought must respect the mandates established by the Security Council, the status of forces agreements signed with Governments, the concept of operations and the rules of engagement. The new partnership must ensure the safety and security of United Nations positions. The criminal Israeli attacks against mission installations in south Lebanon in 1996 and 2006 must never be repeated. The guidelines for the protection of civilians that were to be developed should enable a peacekeeping force like the United Nations Interim Force in Lebanon (UNIFIL) to safeguard innocent Lebanese civilians from the daily dangers and threats posed by the Israeli occupation.

56. Lebanon complied with the principle of collective responsibility whereby Member States collectively bore the cost of the financing of peacekeeping operations; that principle, however, did not contradict the general principle under international law of the responsibility of a State for internationally wrongful acts. Based on that principle, and in accordance with the relevant General Assembly resolutions, compensation must be paid to the United Nations for the damage incurred as a result of the 1996 Israeli attack on UNIFIL in Qana, south Lebanon.

57. Lebanon fully supported UNIFIL and the United Nations Truce Supervision Organization (UNTSO) and was committed to Security Council resolution 1701 (2006). UNIFIL had worked with the Lebanese people in the liberation of their lands from Israeli occupation for over 30 years and also assisted in mine clearance and development efforts in south Lebanon. Over the years, hundreds of UNIFIL troops had sacrificed their lives.

58. **Ms. Blum** (Colombia) welcomed initiatives to bring those who made mandates and those who implemented them closer together. The mandates of peacekeeping operations must be clear and realistic, respond to political realities, and must be commensurate with available resources. One of the essential means of strengthening partnerships was timely dialogue, before the approval or renewal of mandates. Colombia hoped that the Security Council would continue the practice of holding meetings with contributor countries before the renewal of peacekeeping mandates.

59. Given the importance of the relationship between security and development, Colombia was pleased by the collaboration among many Latin American and Caribbean countries in providing assistance to Haiti and promoting sustainable development and the consolidation of democracy in that country. Through its work with MINUSTAH, Colombia had provided additional police experts to help combat kidnappings and drug trafficking and assist in police and judicial training. The number of kidnappings had been reduced substantially over the past year. Her Government reaffirmed its readiness to share institutional capacities and contribute to peacekeeping operations.

60. **Mr. Tessema** (Ethiopia) said that peacekeeping was facing enormous challenges because conflicts had become more complex, requiring a multidimensional approach, substantial resources, and clear and achievable mandates. Nevertheless, all peacekeeping operations must be conducted in line with the Charter of the United Nations and relevant Security Council resolutions, in strict conformity with the principles of sovereign equality, political independence, territorial integrity and non-intervention in matters falling within the domestic jurisdiction of States. Successful peacekeeping required cooperation between the Security Council, troop- and police-contributing countries, the Secretariat and host countries, all of which needed to have a shared vision and meaningful partnership. His delegation firmly believed that troop-contributing countries should be consulted during the drafting of mandates and at all phases of peacekeeping operations.

61. Mission reimbursements must be made in full and on a timely basis in order to ensure the preparation and

deployment of future rotations of peacekeepers, with acceptable standards and appropriate means to achieve the desired goals. Adequate compensation must be paid without unnecessary delay to the families of peacekeepers who had been killed or injured.

62. The safety and security of peacekeeping personnel was essential to maintain the morale of troops and their support staff and to ensure the implementation of mandates. The safety and security system must be strengthened in order to preserve the credibility and authority of the Organization and protect personnel and their premises .

63. Regional organizations had a fundamental role to play alongside the United Nations in peacekeeping. Close partnership between the United Nations and the African Union to enhance the latter's capacity in the areas of conflict prevention, mediation and peacekeeping, was crucial to the stabilization of Africa; the capacity-building programme for the African Union must be fully implemented and due consideration must be given to the recommendations of the Prodi report (A/63/666-S/2008/813). At the subregional level, the East African Standby Force was a demonstration of the consistent political commitment to providing a crisis response mechanism. The growing involvement of the African Union in conflict resolution and the development of African peace and security frameworks were compelling reasons for implementing the modalities for support of African peacekeeping with a view to operationalizing the standby Force.

64. As a troop-contributing country, Ethiopia strongly believed that peace was the responsibility of all nations, irrespective of their size or level of development, and that they had an obligation to contribute to the maintenance of international peace and security. Ethiopia had a long history of participation in United Nations peacekeeping operations; it remained committed to discharging its responsibilities in the service of peace.

65. **Ms. Vivas** (Bolivarian Republic of Venezuela) stressed that peacekeeping operations should be deployed only after peaceful means of settlement of disputes had definitively failed. They must be guided by the principles of neutrality, consent of the parties and the use of force only in cases of self-defence. In addition, the principles of sovereign equality, political independence, territorial integrity of all States and non-interference in internal affairs must be respected, as stressed in the 2009 Sharm El Sheikh Declaration of Heads of State and Government of the Movement of Non-Aligned Countries.

66. The United Nations had a lead role to play in the maintenance of international peace and security; it must ensure that regional agreements conformed to Chapter VIII of the Charter and that no organization usurped the role of the Organization in respect of peacekeeping operations. The only forum competent to review such matters was the Special Committee on Peacekeeping Operations and Venezuela hoped that it would conduct a wide-ranging discussion on the New Partnership Agenda.

67. In the context of the growing number of peacekeeping operations, the United Nations must not overlook the need to address the causes of conflicts. Peacekeeping operations could not replace international cooperation mechanisms for the definitive resolution of conflicts. Agencies, funds and programmes of the United Nations system, in conjunction with the Governments concerned, must promote the well-being and development of the peoples. It was crucial that any peace initiative should have the consent of the peoples and Governments involved.

68. Her delegation did not support approaches which sought to reinterpret the mandate of peacekeeping operations; the Geneva Convention relative to the Protection of Civilian Persons in Time of War strictly defined the responsibilities of parties to a conflict to protect their populations. Over the years, the International Committee of the Red Cross had played a commendable role.

69. Her delegation fully supported calls for an explicit and transparent commitment of the Organization as a whole to a policy of zero tolerance of sexual exploitation and abuse. Peacekeeping operations must respect the institutions of the countries in which they operated at all times, on the basis of the principles of the Charter of the United Nations.

70. **Ms. Khan** (Bangladesh) said that over the years, the nature of peacekeeping had changed, becoming more oriented towards peacebuilding. Although it was often difficult to determine the line between traditional peacekeeping operations and peacebuilding, the two processes complemented each other in a mutually reinforcing fashion in establishing lasting peace.

71. The fact that peacekeeping operations brought together personnel from different regions of the world meant that nations with varied cultures and values could contribute to the common goal of sustainable peace, security and development. Bangladesh had made an active contribution to peacekeeping for over 20 years and had endured many sacrifices. As one of the major troop-contributing and police-contributing countries, it had nearly 10,000 peacekeepers deployed in 14 missions. For the past 12 years, it had consistently provided at least 10 per cent of United Nations peacekeepers.

72. The success of a peacekeeping mission largely depended on the political support it received and on the adequate and timely provision of financial, logistical and human resources. The partnership among the Secretariat, the troop-contributing countries and the Security Council needed to be further strengthened and made more effective, with continuous dialogue at all stages of mission planning and implementation. The full participation of troop-contributing countries at every stage of decision-making and planning of peacekeeping missions must be further consolidated and institutionalized. Bangladesh appreciated the high-level meeting with troop-contributing countries convened by the President of the United States of America.

73. Bangladesh believed that clear mandates, achievable targets, contingency plans and exit strategies would contribute to better safety and security for troops and other United Nations personnel, the most valuable asset of the United Nations. Their protection must be a top priority.

74. The New Partnership Agenda must be examined fully by the appropriate forum with the participation of the broader membership and taking fully into account the Brahimi report (A/55/305-S/2000/809). Reform was a continuous process and, given the evolving situation, adaptations could be required.

75. Bangladesh reiterated its calls for the speedy signing of memorandums of understanding upon deployment of contingents and timely reimbursement to contributors. The contributors to peacekeeping operations were mostly developing countries; they often faced difficult domestic circumstances as they mobilized their personnel and equipment and must not be put under the additional strain of delayed reimbursement. As of 30 September 2009, Bangladesh was owed $166 million in reimbursements. Payment in full, on time and without conditions of assessed contributions by Member States would improve the financial situation of the peacekeeping budget while resolving related problems such as the practice of cross-borrowing.

76. **Mr. Desta** (Eritrea) said that peacekeeping was becoming more complex as conflicts were increasingly internal rather than international. Missions had to work to rehabilitate and build national institutions, which required better capability, more support and more resources. Despite the new demands and new challenges, it was critical that the neutrality of peacekeeping operations should not be compromised. Though operating in hostile environments, where peace agreements had only recently been concluded, peacekeepers must not take sides or be perceived to be so doing, as that would run counter to the purposes and principles of the Charter of the United Nations. It was important that impartiality, the consent of the parties and non-use of force except in self-defence should be maintained in matters of peacekeeping.

77. Responsibility for peacekeeping operations was increasingly being assumed by regional organizations. Although those operations needed the financial and logistical support of Member States, more needed to be done in the area of conflict prevention. Peacekeeping should not be considered the international community's only tool for the achievement of peace and stability. Early warning and early response systems would contribute to the maintenance of international peace and security. In his country's experience, the deployment of peacekeeping missions needed to be more strategic, and clear exit strategies were needed; the size and mandate of military observers, in particular, needed to be clear.

78. **Mr. Nyakarundi** (Rwanda) welcomed the New Partnership Agenda as a positive way forward. Rwanda strongly recommended a strengthening of regional cooperation, as called for in the Prodi report (A/63/666-S/2008/813), because regional organizations had the unique advantage of being able to intervene in a timely and decisive manner.

79. The Security Council must issue clear and achievable mandates, in consultation with troop- and police-contributing countries. Greater coordination was needed between the Security Council and contributors on all peacekeeping-related issues. An increased

presence of troop- and police-contributing countries at Headquarters and at the field mission level would ensure better and more efficient coordination.

80. In the context of the rapidly expanding role of peacekeeping and the global financial crisis, it was critical that peacekeeping mandates should be matched with adequate resources. The timely reimbursement of troop- and police-contributing countries was essential; the United Nations should settle any arrears and put measures in place to ensure timely payment. Compensation for death and disabilities must also be disbursed in a timely manner to alleviate the burden on families.

81. Peacekeeping required a holistic approach. The operations recently launched by MONUC against the Forces Démocratiques de Libération du Rwanda (FDLR) would be successful only if they also targeted the political and financial backers of FDLR, many of whom were located in Europe and North America, through the enforcement and extension of existing sanction regimes.

82. Rwanda urged the United Nations to ensure a greater presence of women in all aspects of peacekeeping.

83. **Mr. Matenje** (Malawi) stressed that international peace and security were prerequisites for the achievement of internationally agreed development goals. However, prolonged conflicts, which claimed millions of lives and harmed the environment, stood in the way of those goals. Despite the shortcomings of United Nations peacekeeping efforts, they were the most legitimate of all attempts undertaken to end conflicts and foster peace and security, and they deserved the support of Member States.

84. Periodic reviews of peacekeeping helped to achieve more with the limited resources available and to enhance the participation of all States in peacekeeping operations. Since many countries had adequate human resources but lacked the required technical capacity, the recent establishment of an operational advisory team in the Department of Peacekeeping Operations was a welcome development.

85. Adequate resources must be allocated to avert potential threats to peace and security and support peacebuilding so as to prevent a recurrence of old conflicts. The huge amounts of money devoted to expensive peacekeeping operations around the world, especially in Africa, could be used for sustainable development initiatives, particularly in the least developed countries.

86. Although the Security Council bore primary responsibility for peace and security, it must work in coordination and cooperation with other United Nations organs, including the General Assembly, and must engage Governments more fully in its decision-making process. The United Nations and, in particular, the Security Council, needed to reform its composition and working methods in order to achieve the ultimate goal of economic prosperity for all in a safe and secure environment.

87. True peace could not be achieved without the active participation of women in high-level posts in peacekeeping, conflict prevention, peacekeeping and peacebuilding; the number of women in the highest level decision-making positions, needed to be increased both in the field and at Headquarters.

88. Acts of sexual abuse and exploitation perpetrated by United Nations peacekeepers tarnished the Organization; the culprits must be punished for their despicable acts. Troop-contributing countries must instil discipline in their troops, guided by the policy of zero tolerance of sexual abuse and exploitation.

89. The African Union and the Southern African Development Community were to be commended for their efforts to end conflicts and facilitate the maintenance of peace and security in the continent. There was an urgent need for stronger cooperation between such regional organizations and the United Nations.

90. **Ms. Bagarić** (Serbia) said that the mandates of peacekeeping operations had become highly diverse, and included such a wide range of tasks that a comprehensive approach was needed to make them more efficient and effective. The principle of analysis and review of each individual peacekeeping operation needed to be more firmly established, and there must be stronger cooperation and coordination between the Security Council and other United Nations bodies in areas of shared responsibility. In addition, an integrated strategy was needed for the planning and conduct of missions. Serbia was committed to participating in the system of collective security and was currently taking part in five peacekeeping operations.

91. The growing number of crises and armed conflicts around the world made the active participation of Member States in peacekeeping operations particularly important. Respect for law was crucial for maintaining peace and security and preventing the resurgence of conflicts. The mandates of peacekeeping operations needed to be clearly defined, always taking into account the specific situation, as well as external factors. In the deployment of rapid reaction forces, the role of the troop-contributing countries also needed to be defined. While the cooperation of the United Nations with troop-contributing countries was essential, its cooperation with troop-receiving countries on such issues as terrorism and trafficking in persons and drugs was also important. Furthermore, peacekeeping missions must not get involved in the causes of conflicts and must operate with strict respect for the principles of territorial integrity and political independence.

92. Although regional organizations were being assigned an ever greater role in peacekeeping operations in various parts of the world, their involvement in maintaining regional peace and security could not be a substitute for the key role of the United Nations. The mandate of regional organizations must accord strictly with the provisions of Chapter VIII of the Charter of the United Nations and remain fully under the aegis of the Security Council.

93. **Mr. Al-Otmi** (Yemen) said that the approaching tenth anniversary of the publication of the Brahimi report (A/55/305-S/2000/809) offered an opportunity for a new worldwide partnership for peacekeeping operations and for the promotion of effective cooperation between all stakeholders. His delegation stressed the importance of universal participation in peacekeeping forces which played an essential role in reducing tension, resolving conflicts and ensuring a propitious environment for peacebuilding in the post-conflict phase. His country had participated in 10 United Nations peacekeeping missions, having contributed military observers, police and staff officers. In that connection he encouraged the Department of Peacekeeping Operations and the Department of Field Support to be still more open to other countries in the interest of truly worldwide participation, subject to respect for the principle of geographical representation in recruitment.

94. On the basis of his country's experience in participating in United Nations peacekeeping operations, his delegation considered that, in addition to peacekeeping, the root causes of conflicts should also be addressed. It was highly important to provide economic and technical support to the least developed countries to enable them to escape from poverty, and greater emphasis should be placed on political instruments, beginning with preventive diplomacy and early warning, conflict resolution, and mediation followed by peacekeeping and finally post-conflict peacebuilding which was the important final phase of the establishment of peace and security and ending conflict.

95. The principle of preventive diplomacy was very important in resolving issues between parties in conflict together with respect for the sovereignty, unity and territorial integrity of States, their political independence, non-interference in their internal affairs and addressing the true causes of terrorism and extremism. If crises were allowed to remain unresolved, there was a risk that the situation would descend into anarchy that would make it difficult to find appropriate solutions.

96. Discussion between the Member States and the Secretariat on the non-paper concerning the New Partnership Agenda would provide a good opportunity to find ways of improving the performance of peacekeeping operations. On the protection of civilians, his delegation accepted the recommendation made by the Special Committee on Peacekeeping Operations in its report (A/63/19) to the effect that the responsibility for the protection of civilians should be borne by the host State, bearing in mind also that, peacekeeping missions should not become a party to disputes. His delegation agreed that missions needed clear and straightforward mandates; the focus should also be on political, logistical and military planning and the provision of the supplies necessary for the implementation of mandates. Military force should be used only in self-defence and there should be a clear exit strategy as well as a strategy for the transition from peacekeeping to peacebuilding. All parties involved in peacekeeping should be covered by an active and supportive political process. There should be a stronger partnership between the Security Council, the Secretariat and the troop-contributing countries and support for missions in the field should be strengthened and the emergency response capacity of the Organization should be enhanced. The capacity of the police and of the Office of Military Affairs should be

strengthened and security measures should be taken at the headquarters of United Nations missions to ensure the safety of personnel. Finally, the United Nations information centres should be activated to enable them to give effect to the purposes of the Organization and their capacity to publicize their role in the areas of peace, security and development should be enhanced.

97. His delegation condemned in the strongest terms the attacks to which United Nations personnel had been subjected. It also expressed its support for the Secretary-General's policy of zero tolerance on sexual exploitation and abuse.

The meeting rose at 1.05 p.m.